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ABSTRACT

A study examined the relationship between job training delivery systems and local economic development to determine what kinds of organizational relationships work best to promote coordination. The 6 sites selected from over 80 nominations were chosen because they linked job training with economic development efforts; produced sustained, positive outcomes; and included joint actions of two or more service providers. During site visits, researchers made observations, interviewed all principal parties, and collected data. Extensive record and document analyses were made. Two sites were highlighted. The study produced a planning and development model for the formation of partnerships and linkages of job training and local economic development. Success was keyed to having a single organization at the center of an institutional arrangement responsible for both economic development and job training activities at all sites. The new organization had not necessarily been created to support joint activities only. Tied to the organization was always a small group of collaborating organizations, whose actions were formally bound through contractual agreements or as a result of the arrangement itself. Other success factors were identified in terms of interorganizational memberships, interorganizational operations, and capability for dealing with economic development over an extended period of time. (15 references) (YLB)

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Public Education and Economic Development: Partnerships that Work

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Public Education and Economic Development: Partnerships that Work

Partnerships between public school occupational training programs and business and industry continues to be a topic of high interest to both the business and education communities. Partnerships, while not new to our profession, have taken on new forms and configurations as our communities have become more complex. The topic of this discussion is linkages of job training and local economic development, and the unique role that occupational education can play in their formation.

The business community is sending a very strong message to those of us in occupational education. The message is that the number-one problem facing the economy today is the availability of a trained and competent workforce. This problem is recognized and cited in various studies such as Workforce 2000, the Hudson Report. The reasons for this problem are many--including a scarcity of trainable human resources; a declining level of basic literacy among workers; and increased costs of training--to name a few.

A Conceptual Framwork

A major question and concern is how we in occupational education can work within our respective communities to plan for economic growth and stability, attract and develop new businesses, and identify, train, and prepare potential workers for those businesses. One way is to maximize available human and capital

resources by joining forces - linking occupational training programs delivered through the community-technical college (or technical institute) with our local businesses, and other civic and government organizations or agencies.

Participation in economic development activities is not new to occupational education. Over the last decade we have seen a proliferation of studies and papers describing exemplary activities in the literature (Mundhenk, 1988; Charner & Gold, 1987). However, most all of these projects or programs are described as single efforts emphasizing the educational institutions (i.e., the community-technical college as the primary active institution) with little involvement, participation, or sustained activities by other community-based institutions (Burger, 1988; Mihelich, 1988; Charner & Gold, 1987; Holdsworth, 1987; Kingry & Cole, 1985).

The focus of this research effort and this presentation is on the processes used by several communities to link their organizations, resources, and efforts towards a common goal of planning for proactive long-term economic development and manpower training. The outcomes identified have been highly successful and worthy of replication.

Purpose

During 1988, the U.S. Department of Labor, Employment and Training Administration issued a contract to study the relationship between job training delivery systems and local economic development, to determine what kinds of organizational

relationships work best to promote coordination between these two historically separate activities (Cantor, 1990).

This study and others have demonstrated that a principal player in the solution to the problem of effective manpower development and training is the local community-technical college or institute. Effective community-technical college partnerships utilizing collaboration and linkages with business and industry is a key to successful long-term economic development thus ensuring both a fuller community employment and a healthy economy (Sanders, 1988). This paper presents the overall findings of this national study. This presentation will contain descriptions of two of the study sites, highlighting the inter-organizational coordination, and inter-organizational arrangements for the purpose of combining job training and economic development activities.

Methodology

A total of six sites were selected from over 80 national nominations (by a variety of sources including nationally-recognized employment and training policy researchers) for inclusion in a case study. Two basic criteria for selection were used. First, a site had to show evidence of linking job training with economic development efforts, producing sustained, positive outcomes, including: 1) documentable job creation; 2) successful assistance to small businesses; and 3) a solid record of placing people in jobs. Participation by a Private Industry Council (PIC) or the use of Job Training Partnership Act (JTPA) funds were

important, but not essential, even though the study was sponsored by the U.S. Department of Labor. Second, a site had to include the joint actions of two or more service providers, in which either: 1) different organizations collaborated; or 2) a single organization linked the activities of different service providers to assure that interorganizational arrangements would be the subject of the study. The final sites also met certain distributional criteria, including different: 1) regions of the country; 2) urban-suburban-rural settings; 3) ethnic or racial groups as target employment populations; and 4) regional economies, as characterized by such terms as "snowbelt," and "rustbelt." A total of six sites were selected, permitting a minimal number, within which replications would be sought.

The following sites were studied: 1) Pima County Community Services Department (Tucson, Ariz.); 2) Northeast Florida PIC, Inc. (Jacksonville, Fla.); 3) The Susquehanna Region PIC, Inc. (Havre de Grace, Md.); 4) Chester County Partnership for Economic Development, Inc. (West Chester, Pa.); 5) Greater Grand Rapids Economic Area Team (Grand Rapids, Mich.); and 6) Seattle-King County Economic Development Council (Seattle, Wash.). As each of the six sites were visited, observations were made by a minimum of two project researchers. Interviews were held by these researchers with all principal parties, and data collected. Extensive records and document analyses was made. Two (2) of the six case study scenarios, The Susquehanna Region PIC, Inc. (Havre de Grace, Md.)

and the Chester County Partnership for Economic Development, Inc., West Chester, Pa., depicting two different organizational configurations, will form the basis of this presentation.

Hypotheses

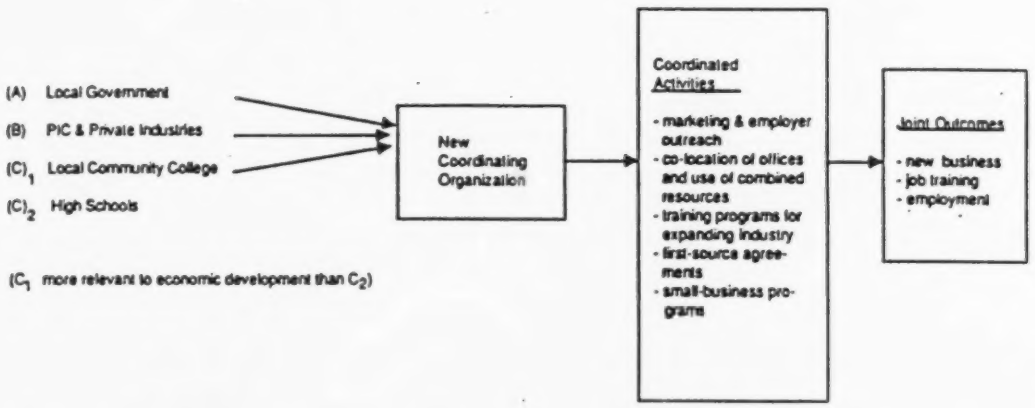
Hypotheses were developed against which to test the data generated from the case studies, based upon explanations regarding the reasons why organizations collaborate as identified in previous research (McNett, 1988). Significant explanations included:

1. Organizations successfully collaborate because they derive mutual exchanges from each other (Levine & White, 1961; Van de Ven, 1976);
2. Organizations collaborate because they are able to increase their access to external funds of governance opportunities (Benson, 1975);
3. Organizations are given mandates to collaborate, as in a legislated set of functions. Under this condition, the creation of the necessary statutes and regulations would alone cause an arrangement to operate;
4. Organizations collaborate because they develop formal agreements between each other, specifying the responsibilities of each participating organization (Goodlad, 1975); and
5. Organizations collaborate because they have conflicting goals, and the collaboration allows the organizations to mediate their conflicts in a socially approved manner

(Hall et al., 1978).

The main hypothesis generated for this study was that a single coordinating organization would be found at the hub of the interorganizational arrangement, and that this organization would have been newly formed just for the purpose of combining job training and economic development activities. A second hypothesis formulated was that informal networks--e.g., resulting from overlapping board memberships--were more important ingredients in making arrangements work as compared to formal arrangements among organizations. A hypothesized linkage model (Figure One) was developed and ultimately analyzed in light of information gathered from on-site reviews of programs, interviews with corporate officials and training personnel, analysis of other studies, and surveys.

EMERGING PATTERNS OF COLLABORATION


(A) Local Government
(B) PIC & Private Industries
(C)1 Local Community College
(C)2 High Schools
(C1 more relevant to economic development than C2)
New Coordinating Organization
Coordinated Activities
- marketing & employer outreach
- co-location of offices and use of combined resources
- training programs for expanding industry
- first-source agreements
- small-business programs
Joint Outcomes
- new business
- job training
- employment

The Findings - A Model for Interorganization Collaboration for Economic Development and Training

This study found that the occupational education programs, including personnel and advisory boards associated with the local community or vocational-technical college (or technical institute) offers a promising solution to the pressing problem of coordination of economic development and job training. The study showed that success is highly dependent on mutual cooperative efforts between educational organizations and business and industry, local government, and civic groups within the local community, -- in a manner which capitalizes on these human and capital resources. The study produced new information regarding how this successful collaboration occurs, including innovative interorganizational arrangements producing demonstrated exemplary outcomes.

Organizational Structures and Community Characteristics

Through this study it has been found that at the center of the collaboration is a single organization responsible for coordination of both economic development and job training activities. At three of the sites studied, including Harford and Cecil Counties (Susquehanna Region PIC) this central organization was primarily a job training organization (a local agency or a private industry council (PIC) funded in part by Job Training Partnership Act [JTPA] monies); at the three other sites including Chester County, the organization was primarily an economic development agency. In fact, a new organization had been expressly created at five of the

six sites to provide this central coordination. The identification of these target organizations permitted an immediate examination of the study's first hypothesis--that a site would form a new organization for the specific purpose of coordinating joint job training and economic development efforts, and thus provided insights into how a locality can do this successfully.

It was found, contrary to the hypothesis, that several of the new organizations had not necessarily been created to initally support joint activities only. In several cases the new organization was started simply to administer certain programmatic activities--whether job training programs alone or economic development programs alone, and gradually move towards mutual collaboration. One of the sites did support the hypothesis. This was the Susquehanna Region PIC, Inc.--located in Harford and Cecil Counties, Maryland. Unlike most PICs, this one had been founded with the explicit intent to combine job training and economic development efforts.

The Susquehanna Region Private Industry Council. The first case described and presented here in detail is The Susquehanna Region Private Industry Council (SRPIC), which coordinates activities in economic development and training for two northeast Maryland counties--Harford and Cecil Counties. This region serves as a transportation hub between Baltimore, Maryland, and Philadelphia, Pennsylvania. The two counties, which joined economic development and job training efforts in 1983, are suburban

and rural respectively. Harford is a services and light manufacturing economy, and bedroom community for Baltimore; Cecil is primarily a farming community, with a growing transportation services industry.

The PIC is precedent-setting in that it also was the first organization identified nationally to represent a joint effort between two counties that had not previously collaborated (each county had been a member of a different service delivery area under the previous CETA program). The PIC's by-laws includes performance-oriented criteria giving the organization and its staff an innovative, incentive-laden structure, despite being a nonprofit organization; - a concept which the founding board of directors described as essential to its success, in order to avoid bureaucratic abuses which they recognized in CETA type organizations. In all of these respects, the PIC reflects the type of innovative organization that the study team had thought it might discover at most of the study sites. It also exemplifies a process by which a local region can link public and private resources, concerned citizens and public officials, and organizations to achieve a common goal.

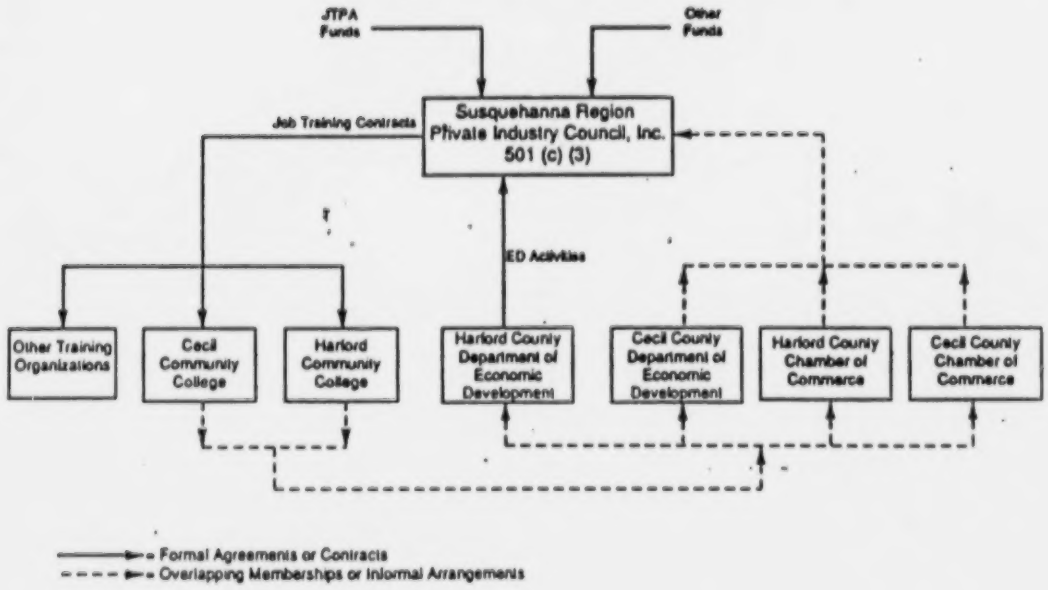
The Susquehanna Regional Private Industry Council, Inc. (SRPIC), was organized and incorporated as a non-profit organization under IRS code 501(c)(3) in the Spring of 1983. Funding sources for the SRPIC have been derived, in part, from the Job Training Partnership Act (JTPA) under Titles IIA, IIB, III

(Dislocated Workers), JTPA 3%, and 6% funds, and in part from the State of Maryland's "Tomorrow Program," Allowances, Summer Program, Industry Job Opportunity and Demonstration Programs, local county funds, Federal food Stamp, ESP and WIN Programs, and other miscellaneous funding sources. Funding reported between July 1, 1988 and November 30, 1988 amounted to $1,631,585. The administrative entity for the SRPIC funds is Harford County Government, a charter form of local government.

The SRPIC provides a coordinating mechanism for both counties. Under its umbrella, there are representatives of the counties' departments of employment and training, chambers of commerce, county school systems, two community colleges, and related social and civic organizations. They jointly plan and execute desired economic development activities, job creation activities and required training. Economic development becomes a regionally coordinated, planned, and systematic activity, via the SRPIC (see Figure Two).

Inter-organizational Memberships. The organizational makeup of the SRPIC consists of an executive director and executive committee of ten. The 25 member board, consisting of 13 Harford County representatives and 12 Cecil County representatives were appointed by the county commission chair in Cecil County and the county executive in Harford County. Both community colleges also have administrators who sit on the board of directors, and have designated operational points of contact for program development,

LINKS AMONG ORGANIZATIONS IN
HARFORD AND CECIL COUNTIES, MARYLAND


JTPA Funds
Other Funds
Job Training Contracts
Susquehanna Region Private Industry Council, Inc. 501 (c) (3)
ED Activities
Other Training Organizations
Cecil Community College
Harford Community College
Harford County Department of Economic Development
Cecil County Department of Economic Development
Harford County Chamber of Commerce
Cecil County Chamber of Commerce
Formal Agreements or Contracts
Overlapping Memberships or Informal Arrangements

coordination, and delivery. Currently the treasurer of the PIC Executive Committee is the president of Cecil Community College. It is significant to note that the first Executive Director of the PIC was the dean of continuing education of Cecil Community College, thus providing a direct linkage between the two organizations.

The requirement for (70%) membership by business/industry ensures that SRPIC programs and activities will reflect local business needs. There are three sub-committees reporting to the Board of Directors. These are: a) a program committee with a general responsibility to evaluate training proposals and training needs; b) an employment generating committee responsible for

identifying ways and means of creating jobs; and, c) a finance committee.

Functional management includes managers for finance, operations, training contracts, and coordinators for in-school youth programs, intake and counseling, summer youth programs, job development, and programs. There are also counseling supervisors for both counties. The twenty-five member SRPIC serves as the employment and training catalyst for the two counties; each having a county government department of employment and training to support its activities. Client intake, counseling and eligibility determination takes place at the intake centers, housed in both county's employment and training departments.

SRPIC staff coordinate with each of the two county employment and training departments staff to identify, train, and place clients in local business and industry and to assess business manpower needs. SRPIC staff also work with the county governments' economic development officials to plan and coordinate economic development activities. The two chambers of commerce also play a key role on the SRPIC through co-memberships, and linking their constituent members into SRPIC activities.

Role of the community-technical college. The two community colleges (one in each county) play a key role in recruiting and training workers, and in providing proactive economic development activities, such as training and technical assistance to prospective entrepreneurs, and to local business and industry. The

colleges also participate in surveying and planning for economic development, by assisting in the identification of the kinds of business expansion and attraction appropriate for the region. Both colleges have designated representatives on the SRPIC Board of Directors, and sit on sub-committees which conduct these kinds of research and planning. This activity allows the colleges to be proactive in economic development and manpower planning, thus permitting training programs to be developed as an intregal part of the planning process for new business development and attraction. The development of an Integrated Logistics Support program for the Aberdeen Proving Ground, and its' local support contractors is but one example of this kind of joint planning.

The two county school systems are also involved in SRPIC activities, providing both job training and literacy development for local businesses and their workforce. Harford and Cecil County Schools provide adult education services and other related educational activities as part of the collaborative effort. Literacy education programs are operated in local businesses, and made available to the public, for all who wish to participate. The SRPIC recognizes the problem posed to a community by illiteracy in the workplace. As such, joint efforts at literacy education in the public schools, and in the workplace, has been a top priority for funding and program development.

Inter-Organizational Activities. Unique on the part of an instrumental player in SRPIC, Harford Community College has adopted

economic development in its Mission and Policy Statement. With this commitment to economic development, HCC formulated specific plans for its involvement in local economic development, including small business development seminars, corporate customized training, and other research and development services. As it plans programs for the 1990s and beyond, HCC works with the SRPIC and its community to ensure the programs developed meet the needs, expectations, goals and desires of the county in terms of economic growth and climate.

The SRPIC developed a very comprehensive approach to planning for joint job training and economic development activities. It increased the number and variety of direct training and employment services to the eligible population, which resulted in an increase of client enrollments during 1988 from 424 to 897 (111%). To assist in the placement of the increased number of trainees completing programs, the SRPIC directed the development of "The SOURCE!" a monthly newsletter, to aggressively market its programs using a 'business to business' approach. Recognizing that more in-depth information on local labor market needs was essential, it initiated the first comprehensive labor market needs survey of the service delivery area to better plan for future program years. Finally, acknowledging that the region is a net out-commute community, and that its success is dependent upon local employment opportunities, the SRPIC initiated in cooperation with the local county Directors of Economic Development, a four-phase economic

development plan designed to generate increased employment opportunities.

From an overall perspective, the first phase of the plan was a study entitled, "Comparative Opportunities Base Study" for the New York to Washington, D.C. corridor, which focused on the strengths and weaknesses of the Susquehanna Region, including target industry recommendations. The second phase of the plan was selected targeted industry studies with marketing plan recommendations. Phase three consisted of developing marketing plan strategies. Finally, a marketing plan was implemented.

The Susquehanna Region Private Industry Council hired a consultant in 1984 to assist the organization in improving its marketing efforts. A marketing plan was developed by the Fantus Co., in April of 1985 to determine the proper kinds of economic development activities upon which to concentrate the PIC's resources. Funding for this effort was provided by each of the two counties, equally, out of county government economic development funds with an equal match from the SRPIC with JTPA - 2% funds. The SRPIC actually hired and supervised the consultant's activity.

A marketing strategy, titled "The PEAKE" was developed, with direct mail marketing to approximately 50,000 firms in selected Standard Industrical Classification (SIC) codes identified through market research. Approximately 300-400 responses were received.

Outcomes. With the promotion and use of Industrial Revenue Bonds by the SRPIC, several businesses were assisted, started, or

expanded, and 877 new jobs were created in a five-year period. The Harford County Electrical Contractors Association has worked with the PIC and Harford Community College to "seed" an apprentice program for electrical workers, donating $100,000 to a building fund to house this program.

Economic development activities on the part of SRPIC also includes business relocations into the region. Majestic Industries is one newly relocated firm. Key Bank was assisted by PIC in relocation of credit card operations to Harford County.

The Chester County Partnership for Economic Development. The other organization which will be described can be called an umbrella organization--or "partnership," located in West Chester, Pa., whose member organizations consist of key governmental and quasi-governmental agencies within the county.

This organization covers a single county which is adjacent to the city of Philadelphia, Pennsylvania. Chester County is primarily a suburban community. The county has a home rule concept and is comprised of 73 individual municipalities--i.e., towns, boroughs, and cities. However, a single county commission represents theses governmental entities in matters such as economic development and employment and training.

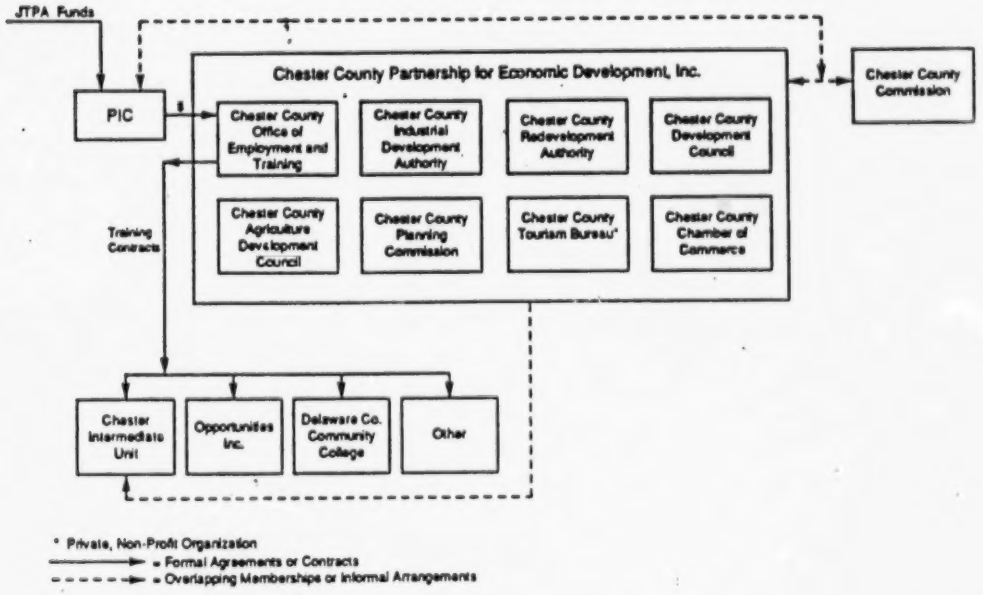
The Partnership for Economic Development ("The Partnership") was also formed as a new, nonprofit organization in 1983. This status allows it to receive public and private contributions, as well as to coordinate job training and economic development

activities. This partnership reflects an alternative type of innovative organization which the study team had hypothesized it might discover at most of the sites. (In fact, such a partnership had just been formed in 1988 at a second site--Pima County, Ariz.--which may eventually become responsible for the joint activities.)

The Partnership is the central organization involved in the linkage activities between job training and economic development (Figure Three). It is an independent, nonprofit, 501(c)3 corporation, with a 25-member board of directors and staff of two. This form of corporation status protects the government and other constitutent legislative and private bodies from legal liability. The board consists of the major Chester County government and quasi-governmental agencies involved in job training and economic development, including (a) The Agricultural Development Authority, (b) The Redevelopment Authority, (c) The Planning Commission, (d) The Development Council, (e) The Tourism Promotion Bureau, (f) The Industrial Development Authority, and (g) The Office of Employment and Training. Also on the board are other organizations including educational institutions such as the Chester County Intermediate Unit (the post-secondary vocational training center), West Chester University and Chester Community College. The Chester County Private Industry Council (PIC), the Chester County Chamber of Commerce, and representatives of private industry are also represented. The dominance of the county agencies as members, reflects the fact that the Partnership falls under the general

purview of the County Commissioner, thus serving as a joint venture in collaboration with private industry.

LINKS AMONG ORGANIZATIONS IN
CHESTER COUNTY, PENNSYLVANIA



Enhanced by its strategic location between the major business and industrial centers of Philadephia, Pittsburgh, and Harrisburg, (Pa), Wilmington (Del), and Trenton, (NJ), the overall economic development prospect of this county has been good. The unemployment rate in the county was 2.8 percent at the time of the study, 1989, with job vacancies exceeding available resources in all of its municipalities. In fact, many local businesses seek transient workers from areas outside the county. In order to promote this strategy for economic development, businesses provide shuttle transportation for these workers when necessary.

As an umbrella organization, the Partnership concentrates on planning, coordinating, and outreach activities. The Partnership refers actual requests for services to the member agencies which provide the service. In this manner, the Partnership remains in a coordinating role even though it does not directly deliver these services. For instance, a federal procurement specialist is available through the Partnership to assist clients, but the person is on the payroll of the Office of Employment & Training.

The Partnership's matrix of services leads to a straightforward mission. The goal of the Partnership is to centralize economic development and training, planning, and outreach. The limited resources needed by the Partnership enable it to operate with a small budget--with no federal dollars directly involved.

Interorganization memberships. A Directors group chaired by the Partnership president, and consisting of managers of the seven agencies, serves as the operating arm. Each of these agencies has its' own operating budget, and as a result, the Partnership itself needs little staff other than the president and secretary, and no substantial funds flow through the Partnership. Although the Private Industry Council is not a formal member of the Partnership, the PIC chairperson, and about 90 percent of its members, serve on the Partnership board.

The role of higher education. The Partnership works with the county's business community and civic leaders to identify new

business opportunties and workforce needs. Currently, issues center on the need to identify, recruit, and train people to support the current manpower needs of local business and industry. To facilitate these activities, an education task force within the Partnership, headed by the representatives of West Chester University and The Chester Intermediate Unit, identifies the manpower and training needs of business and industry, and provides information to the various training agencies, including the PIC.

Interorganizational Activities. Job training priorities to promote economic development have included stemming the growing worker literacy problem, problems of worker retraining, and development of the hard-core unemployed. Through coordinated program delivery with The Chester Intermediate Unit (an adult vocational training center), and Chester Community College, worker literacy training for numerous firms has been offered. A nursing shortage is also a problem, and the PIC and the Partnership are developing strategies which will enable them to reach out to distant communities to attract personnel for hospitals and doctors' offices.

A large-scale proactive retraining program was conducted for employees of Lukens Steel prior to a downsizing, thus alleviating an unemployment situation for hundreds of workers. This retraining benefitted firms such as Pepperidge Farms and Campbells Company who were seeking to hire workers in the region. Overall, the task force works closely with Office of Employment & Training personnel

to coordinate service delivery.

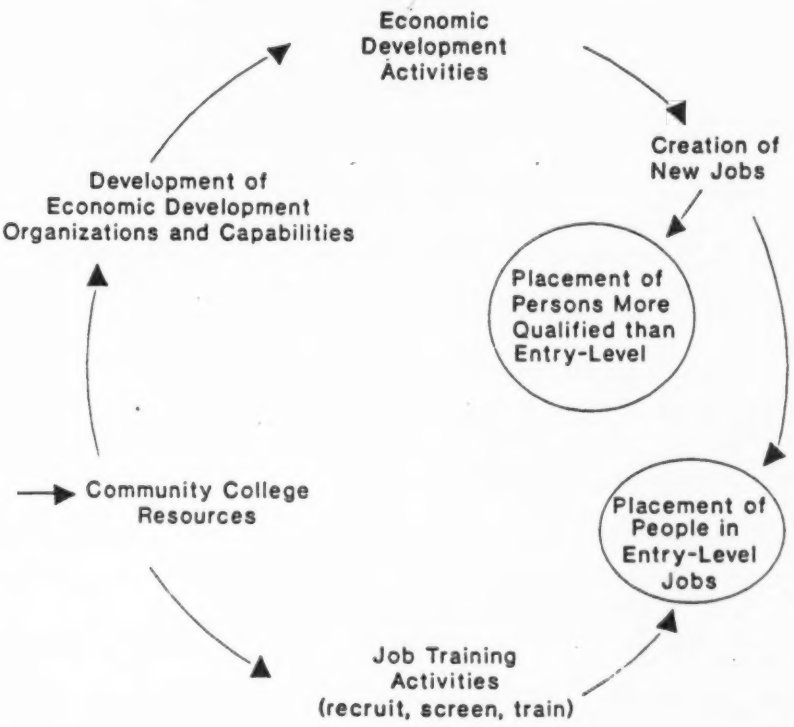
As another very innovative practice, The Partnership uses monetary incentives for their Business nd Industry Representatives (BIR) to deliver the economic development and job training services to participating business and industry. The county provides a system of bonuses to a BIR, based on the number of on-the-job training contracts written.

What has been learned?

A Planning and Development Model

This study has produced new information regarding the formation of parternships and linkages of job training and local economic development. The new information can be viewed and understood in a model for job training and economic development (Figure Four). This model describes the interorganizational relationships in terms of: 1) organizational structures; 2) inter-organizational memberships; 3) inter-organizational operations; 4) role of the community-technical college; and 5) inter-organizational activities. The dynamics of this model therefore, can be summarized as follows. A single organization was at the center of an institutional arrangement responsible for both economic development and job training activities at all of the study sites. However, contrary to our hypothesis, the new organization had not necessarily been created to support joint activities only, except in the case of SRPIC. This suggests that other locales may undertake joint job training and economic

development efforts without necessarily creating a totally new organization to coordinate these activities. Further, the organization can be a JTPA organization or some other type of organization. However, one single organization must assume a coordinating and leadership role.


Economic Development Activities
Creation of New Jobs
Placement of Persons More Qualified than Entry-Level
Placement of People in Entry-Level Jobs
Job Training Activities (recruit, screen, train)
Community College Resources
Development of Economic Development Organizations and Capabilities

We have also learned that the process of economic development and job creation is often a prolonged activity, and thus, an infrastructure capable of supporting and sustaining the process must be created.

Core organizations in the formal arrangement

Tied to the target organization is always a small group of

collaborating organizations. These core organizations can include: a job training agency such as a vocational-technical college or institute, a community college, or a university; an economic development agency (whether part of the local government or not); and a chamber of commerce or committee of 100, as well as other governmental or quasi-governmental agencies. In some instances these organizations were private and/or nonprofit in nature. The composition of this group depends on the individual community and its goals.

The actions of these collaborating organizations are usually formally bound through contractual agreements, as hypothsized, or as a result of the arrangement itself (e.g., a partnership arrangement). The sites usually have contractual arrangements that exchanged funding support for certain types of activities. Additional funding opportunties also materialize as a result of these linkages, which served as additional benefit from collaboration. In any event, a formal agreement is necessary to make the collaboration work.

Interorganizational Memberships

Representatives of these organizations often were part of the boards of directors of other informal network involving the core organizations. Through both formal and informal associations, mutual exchanges of information and support occured. In fact, this finding alone proved to be the single most beneficial and catalytic event leading to successful collaboration and linkage. We found

that individual civic-minded personalities contributed to the overall success in ways which were difficult to empirically document, but which were most definitely valid. Many long-range activities were sustained as a result of the drive and dedication of individuals in the collaboration. While these phonenonema are critically important to the overall success of such collaborations, it is recognized that planning for such personal contributions is at best, luck.

Inter-organizational Operations

As we stated in our hypothesis, organizations link together when they can derive mutual exchanges from each other. One kind of mutual benefit derived from collaborative activity is the ability to both conduct and sustain programs or projects over long periods of time; to be able to plan for extended activities; and to carry out long-range agendas. All of these longitudinal activities are necessary for successful economic and manpower development. This finding can prove useful for other localities if similar mutually beneficial outcomes can be predicted from linkage.

Long-Term Benefits of Arrangements

What we have found is that interorganizational arrangements provide an important capability for dealing with economic development over an extended period of time. This capability is critical when planning strategies for developing job training programs within a community. These kinds of arrangements are desirable because they go beyond specific projects and programs to

produce a longer-term capability in economic development. What a locality can expect from joint efforts is hopefully business expanision, job creation and job training outcomes, possibly involving JTPA-eligible persons. The desired outcome should be two-fold: first that the economic development activity leads to the creation of new jobs; and second, that the new jobs are, in part, of the sort for which persons with entry-level skills could be placed.

Economic development processes can involve an extended sequence of economic development activities over a long period of time, in which job creation may only occur toward the end of the sequence. For a totally undeveloped rural area--as was found in several sites--the relevant economic development activities may include zoning or land preparation activities; infrastructure construction; commercial or residential development; and finally job creation. (Of course, some jobs--e.g., construction--can be created in support of the development activities themselves; but these are only transitional jobs for the area in question.)

Progression through these phases of economic development may in fact require a decade or more of time. During such time, the existence of an interorganizational arrangement (unlike a single project or program) is likely to provide the continuity needed to initiate and support the necessarily wide variety of economic development and job training activities. For example, the arrangement can call upon different sources, and seek project or

program support for different phases, depending upon the nature of the need. However, a single project or program alone might be too rigid to sustain this flexibility and adaptiveness over long periods of time.

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